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NAVAL POSTGRADUATE SCHOOL

MONTEREY, CALIFORNIA

THESIS

**THE CONSOLIDATION OF ADMINISTRATIVE
FUNCTIONS FOR U.S. MARINE
FORCES, PACIFIC**

by

Patrick E. Allen

March 2004

Thesis Co-Advisors:

Samuel E. Buttrey
Susan G. Dooley

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**THE CONSOLIDATION OF ADMINISTRATIVE FUNCTIONS
FOR U.S. MARINE FORCES, PACIFIC**

**Patrick E. Allen
Captain, United States Marine Corps
BA, University of Mississippi, May 1996**

Submitted in partial fulfillment of the requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

**NAVAL POSTGRADUATE SCHOOL
March 2004**

Authors:

Patrick E. Allen

Approved by:

Susan G. Dooley, Lieutenant Colonel, United States Marine Corps
Thesis Co-Advisor

Samuel E. Buttrey, Thesis Co-Advisor

Douglas A. Brook
Dean, Graduate School of Business and Public Policy

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ABSTRACT

Marine Administrative Message 441/99 directed that Marine Corps administration be consolidated above the battalion level. Secondly, Marine Administrative Message 027/04 directed that over 1,300 Marine Corps billets be civilianized.

To embrace both of these directives, this thesis has attempted to describe the consolidation of administrative functions within U.S. Marine Forces, Pacific to the installation level and the civilianization all non-inherently-governmental structure. The active duty manpower savings would total 120 marines while actually decreasing the cost of the activity of conducting administration for Oahu-based units by \$1.3 million. It is necessary to consolidate if all 120 billets are to be civilianized. If consolidation does not occur, then the Marine Corps administrator billets within the deploying units will remain inherently-governmental and unavailable for conversion. It is only through the centralizing of non-military tasks that civilianization can be optimized.

A deployable cell concept is described to support the 14 deploying units from Oahu. This concept will have to dovetail with future technologies to successfully deploy over-the-horizon administrative support.

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I. THE HISTORY OF MARINE CORPS ADMINISTRATION

A. PURPOSE

The purpose of this thesis is to analyze the present administrative manning procedures and functions for United States Marine Corps (USMC) units located within Marine Corps Bases, Hawaii. Additionally, this thesis evaluates any possible manpower savings that could be realized through a consolidation of administrative personnel and a “civilianization” of those billets not specifically required to be filled by an active duty military member within the Installation Personnel Admin Center (IPAC). The military and civilian work-years are evaluated through a cost-estimation process and compared to determine potential cost savings. Finally, through both qualitative and quantitative procedures, the thesis evaluates the consolidation of administrative personnel to determine an acceptable level of manning.

B. BACKGROUND

Administrative functions for the United States Marine Corps have historically been tied directly to the available technology, the geographic location of the units being supported, and both internally and externally mandated policies. In recent history, the level at which administrative personnel were assigned was at the company/battery/section level. In 1978, the Commandant of the Marine Corps approved the recommendation to implement the consolidation of administrative personnel at the battalion level for all reporting level units [Marine Corps Order P5000.14D].

On 4 October 1999, the Commandant of the Marine Corps directed, via MARADMIN 441/99, that all Marine Corps units will consolidate their administrative functions “above the traditional battalion/squadron level” with a target date of 30 September 2001.

Most recently, Headquarters Marine Corps released MARADMIN 027/04, which announced the charge to civilianize 1372 military billets. The message was consistent with the initial imperative pronounced by the Department of Defense Program Budget Decision 712. The purpose of the Marine Corps decision was to allow these Marines to be returned to the operating forces. At the writing of this thesis, the Deputy

Commandant for Manpower and Reserve Affairs has the lead on this project and has initiated a “military-civilian conversion planning group to develop the conversion plan and oversee its execution.” The plan is to develop the working group’s charter in February 2004 to be followed by the first working group meeting at the end of March 2004.

It should be noted that this initiative is meant to analyze for either conversion or outsourcing all billets that would not be considered inherently governmental. Specifically, those billets that are “so intimately related to the public interest as to mandate performance by Government employees. These functions include those activities that require either the exercise of discretion in applying Government authority or the making of value judgments in making decisions for the Government. Governmental functions normally fall into two categories: (1) the act of governing, i.e., the discretionary exercise of Government authority, and (2) monetary transactions and entitlement.”¹ As will be shown in a later chapter, the billets that will be evaluated in this thesis should be categorized as inherently governmental. The force structure associated with the consolidation of administrative functions may be a commendable beginning to civilianizing many military billets, but it is far from the only area that will or should be addressed. These areas, however important and appropriate, are outside the scope of this thesis and will not be addressed by the author.

Presently, within U.S. Marine Forces, Pacific (MARFORPAC) located on the island of Oahu, Hawaii, administrative functions support over 8,000 active duty personnel, their dependents, and retirees. All units have successfully accomplished this co-location of admin personnel above the Battalion/Squadron level.

Marine Corps Order P5000.14D, in draft form at the writing of this thesis, is the Marine Corps Administrative Procedures (Short Title: MCAP). When promulgated, it will specifically address the concept of the Installation Personnel Admin Center (IPAC).

¹ Office of Federal Procurement Policy (OFPP) Policy Letter 92-1, "Inherently Governmental Functions", APPENDIX, 5 September 23, 1992

Per the MCAP, the “IPAC [will provide] administrative support to the individual Marine and to the commander by preparing, reporting, and recording administrative actions.”

C. SCOPE AND METHODOLOGY

1. Find the Optimal Manpower Mix of Active Duty Military and Civilian Personnel Within the IPAC

To ensure adequate administrative support to each Marine, it is essential that the IPAC is designed and staffed at an appropriate manpower level with both active duty Marines and civilian administrators. Each of the designated Tables of Organization and Equipment associated with Oahu-based units presently assigned to U.S. Marine Forces, Pacific list the manpower requirements for both military and civilians. By reviewing each of the thirty-two separate Tables of Organization and Equipment, the total number of personnel required in that region can be calculated. Then, turning to the Marine Corps’ Personnel Requirements Criteria Manual, the appropriate number of administrative personnel to support the entire island of Oahu can be calculated by applying the appropriate ratio of administrative support personnel to the region. The IPAC will be structured in accordance with the Marine Corps Administrative Procedures (MCAP) manual that is presently awaiting signature.

2. Determine the Requirement for a Deploying Administrative Cell

It will still be necessary to provide an administrative cell that would provide over-the-horizon, reach-back support from within a deploying unit. This cell would act as a conduit for the information from the active duty member to the appropriate agency required to process the information. The administrative cell would also act as the personnel-administration advisor to the deployed unit commander. By accessing after-action reports from the recent Operation Iraqi Freedom, the recommended size and tested productivity of these cells will be documented. Additionally, non-combat related deployment reports will be used to support the determination of the appropriate sized cell.

3. Measure the Personnel and Cost of the Model

Once the manpower requirements of the IPAC have been determined, the billets within the cells will have to remain designated for active duty personnel, rather than civilian personnel, to support and to participate in deployments, both in combat and non-combat conditions. The remaining billets within the IPAC would be considered “stay

behinds”—non-deploying, non-inherently governmental positions. They would be designated as civilian positions instead of active duty. These billets would equate to active duty manpower savings this change would provide. One way to determine any cost savings would be to use the 1998 RAND study, “Comparing the Costs of DoD Military and Civil Service Personnel.” These billets would not actually be “civilianized” because they constitute new structure while eliminating the previous structure at the battalion and squadron levels. Therefore, a cost comparison could be made, but it would not be through billet conversions.

4. Recognize, but not Address, Additional Issues

Despite the projected personnel and cost savings, there will most certainly be additional overhead costs to create this administrative function. Many of these costs may be one-time costs such as construction costs for an appropriate location and the Navy/Marine Corps Intranet seat costs. Conversely, the additional opportunity costs of individuals traveling further across an installation to conduct business would be continual and extremely difficult to measure.

D. ORGANIZATION OF STUDY

Chapter II evaluates the present status of Marine Corps Administration by examining established manpower requirements. Chapter III will look forward and present the future of Marine Corps Administration by projecting the requirements necessary to support the deploying units while maintaining the administrative support from the IPAC. Chapter IV will compare the costs associated with Chapters I and II. Additionally, this chapter will determine manpower savings associated with the consolidation of administrative functions at the IPAC. Chapter V will conclude with an analysis of the strengths and weaknesses of the IPAC concept and attempt to highlight any potential pitfalls. The chapter will conclude with recommendations.

II. THE STATUS OF MARINE CORPS ADMINISTRATION

A. HOW DID WE GET WHERE WE ARE TODAY?

Throughout U.S. Marine Forces, Pacific assigned to the Hawaii region, there are presently two separate approaches for administrative support. First is the written, official structure provided by Headquarters Marine Corps in the form of Tables of Organization and Equipment as explained above. Second is the present co-location effort of the Oahu-based units.

The standard for the former was established in 1978 when the Commandant of the Marine Corps directed that all personnel administration would be conducted at the battalion level. The impetus behind the latter was a Marine Administrative message, MARADMIN 441/99, in which the Commandant of the Marine Corps directed the implementation of the consolidation of administrative personnel above the battalion level for all reporting level units prior to 30 September 2001. As expected, all units were in compliance with this message. What varied, of course, was the way in which the units accomplished this directive. The differences in nature among the units based in Hawaii, from aircraft squadrons to infantry battalions, should have led administrators to predict that there would be different approaches to consolidation efforts. In fact, the directive was vague enough to allow innovative business practices to be developed in order to capitalize on the ingenuity of the local commands. The downfall to these enterprises is the very thing the program unintentionally solicited—isolated, disconnected approaches that despite their innovation lacked continuity.

The obvious advantages of the open-ended solicitation for consolidation are the advances that may unfold. However, the subtly hidden disadvantage is that there is no official structure designated to support these proposals, despite their innovations. Though it may be prudent to accept many of the real-world, anecdotal procedures implemented by these units, the new structure to support these initiatives has not been approved. Therefore, this thesis can only compare the official Tables of Organization and Equipment authorized as of October 2003 against the newly proposed structure of Chapter III.

B. HOW DO WE DETERMINE WHAT WE HAVE?

To accomplish the task of determining the actual cost of the current procedures for conducting Marine Corps administrative functions, one must first identify the units assigned to the location that will be examined. Next, one must identify the Tables of Organization and Equipment that are assigned to those units. The assumption of this chapter is that only the units documented in this thesis are presently assigned to the region being examined. After the writing of this thesis or at the time of a potential implementation of this thesis, the units being evaluated may in fact change. There is no evidence that this will be the case; however, it must be noted as a potential problem for implementation.

Secondly, this chapter assumes that the listed Tables of Organization are accurate and current. Because Tables of Organization and Equipment are living documents, the structure assigned to these units may be fluid. At some point, the numbers have to be captured in order to be evaluated. The snapshot in time for these Tables of Organization and Equipment falls under the October 2003 revision for these documents.

Finally, it must be noted that there is additional structure that can be found on the Tables of Organization and Equipment. These billets are Navy, Graded Civilian, and Ungraded Civilian structure. Though the inherent cells, i.e. the Adjutant sections, should be structured to support units including these billets, the structure for the Installation Personnel Administration Center should only be manned at the Marine requirement level as Marines will be their only customers. This will be addressed later in this thesis.

C. WHAT DO WE HAVE TODAY?

There are 16 separate commands assigned to the island of Oahu, not including units that are deployed for various reasons such as the Unit Deployment Program. These units include: Headquarters, U.S. Marine Forces, Pacific; Headquarters, Marine Corps Base Hawaii; Marine Corps Air Facility; Marine Air Group 24; MALS 24; HMT 301; HMT 362; HMT 363; HMT 463; Headquarters, 3d Marines; 1st Battalion, 3d Marines; 2nd Battalion, 3d Marines; 3d Battalion, 3d Marines; 1st Battalion, 12th Marines; 3d Radio Battalion; and Combat Service Support Group 3. These units may have varying numbers of reporting unit codes (RUC) and multiple Tables of Organization and Equipment. It

will be necessary to keep the administrative support for these units separate in order to illustrate the structure required for administrators who will remain inherent to the units in the form of an Adjutant, S-1, section.

Each of these units have varying levels of administrative support structure presently assigned to them by the Tables of Organization and Equipment. Some of these units may have mirroring structure, such as the three infantry battalions. There are a total of 33 separate Tables of Organization and Equipment that apply to the aforementioned units. Table 1 outlines each of the Oahu-based units and their corresponding Tables of Organization and Equipment.

Table 1. Oahu-Based Units and the Corresponding Tables of Organization and Equipment

UNIT	T/O&E	T/O&E	T/O&E	T/O&E
Hq, MarForPac	4928	4929	7102	
Hq, MCBH	1903	3141	7850	1250
MCAF	8323	7821		
MAG-24(-)	8900			
MALS-24 (-)	8910			
HMT-301	8950			
HMH-362	8950			
HMH-363	8950			
HMH-463	8950			
Hq, 3d Mar	1096	1101	1986	4665
1 st Bn, 3d Mar	1013	1027	1037	
2d Bn, 3d Mar	1013	1027	1037	
3d Bn, 3d Mar	1013	1027	1037	
1 st Bn, 12 th Mar	1113	1142		
3d Radio BN	4735	4737		
CSSG-3	3673	3812		

Source: Headquarters, United States Marine Corps

Each Table of Organization and Equipment lists the authorized structure associated with the corresponding unit. By summing these totals for each unit, one can

easily determine the total structure designated for each unit and the corresponding structure assigned to these units for personnel administration. Table 2 summarizes these calculations.

Table 2. Structure Breakdown and Totals by Command

UNIT	USMC REQUIREMENTS			MARINE ADMINISTRATORS		
	OFFICER	ENLISTED	TOTAL	OFFICER	ENLISTED	TOTAL
Hq, MarForPac	138	367	505	6	43	49
Hq, MCBH	86	1016	1102	6	36	42
MCAF	12	182	194	0	6	6
MAG-24(-)	11	34	45	1	4	5
MALS-24 (-)	13	151	164	1	4	5
HMT-301	27	144	171	2	5	7
HMH-362	27	144	171	2	5	7
HMH-363	27	144	171	2	5	7
HMH-463	27	144	171	2	5	7
Hq, 3d Mar	12	177	189	3	19	22
1st Bn, 3d Mar	45	843	888	2	23	25
2d Bn, 3d Mar	45	843	888	2	23	25
3d Bn, 3d Mar	45	843	888	2	23	25
1st Bn, 12th Mar	47	575	622	2	16	18
3d Radio BN	38	553	591	2	15	17
CSSG-3	49	710	759	2	19	21
TOTAL	649	6870	7519	37	251	288

Source: Author

Based on of the Tables of Organization and Equipment listed in Table 1, there are presently 288 administrators providing support for over 7500 Marines. Approximately one-third of that number is assigned to the Adjutant, S-1 section of the units. Each unit listed above may have a different configuration depending upon the unit commander and his or her direction for allocating assigned personnel. The present disbursement of administrators within the unit is transparent to the end state of this thesis. Later chapters will be devoted to the recommended structure to be assigned a unit based on the quantity of personnel. For the sake of this chapter, only the quantity and shape of present

structure is relevant in order to provide a basis for the eventual comparison of personnel and costs. This grade shaping has been consolidated in Table 3.

Table 3. Present Grade Shaping of Administrators in Hawaii

PAY GRADE	QUANTITY	PAY GRADE	QUANTITY
O6	0	E9	3
O5	3	E8	8
O4	1	E7	21
O3	5	E6	16
O2/1	7	E5	25
CWO	17	E4	54
		E3	93
		E2/1	35
		TOTAL	288

Source: Author

The breakdown of Marines by military occupational specialty (MOS) codes have been consolidated into Table 4. This will prove valuable when determining the personnel savings in Chapter 4. It will be necessary to outline future breakdowns by MOS by each unit to show the appropriate inherent support and the assigned cells.

Table 4. Military Occupational Specialty Breakdown

MOS	TOTAL
0180	16
0170	17
0121	99
0151	108
0193	48
TOTAL	288

Source: Author

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III. THE FUTURE OF MARINE CORPS ADMINISTRATION

A. CONCEPT OF OPERATIONS

The source document for establishing the concept of operations for Marine Corps administration is MCO P5000.14D, MARINE CORPS ADMINISTRATIVE PROCEDURES (Short Title: MCAP) manual which, at the writing of this thesis, is under review and open for comment from all Marine Corps commands.

As outlined within the MCAP, there are “four types of Marine Corps Administration: General, Operational, Manpower, and Personnel Administration.” (MCO P5000.14D, 1-3) Historically, the Adjutant sections have conducted the general, operational, and manpower types of administration with the assistance of the battalion Personnel Officer in certain areas, usually those business transactions that involve entries within the unit diary system. The Personnel Officer was usually in charge of the battalion level consolidated admin (CONAD) section. The CONAD typically dealt with the fourth category, personnel administration. The draft version of the MCAP shows that:

Personnel Administration includes those tasks that generally deal with a Marine’s administrative support requirements. Unit Diary (UD) reporting into the Marine Corps Total Force System (MCTFS) includes elements that affect a Marine’s pay, compensation, promotion, life insurance, and items existing in personnel records and/or Personnel Administration.

The draft version of the MCAP supports the directive to consolidate all administrative functions above the battalion level. Moreover, it calls for the consolidation of administration to the installation level. This is important because the Marine Corps Order is directive in nature and instructs units, world-wide, on how the IPAC should be structured and its administrative requirements. The order intentionally avoids dictating what manpower requirements are necessary for different IPACs because of the diverse nature and task organization of Marine Corps installations.

For the IPAC to succeed in seamlessly supporting all Oahu-based units in both on- and off-island operations, three separate aspects to administration must be considered. First, there are the administrators who remain within the unit's Adjutant section. Second, there are the administrators located within the IPAC who support administrative functions from Oahu. And lastly, there are those administrators who would come from the IPAC and deploy with each unit to act as reach-back conduits for administrative transactions. Administrative sections which previously conducted the aforementioned personnel administration, would be consolidated into the IPAC. Units would continue to operate with their inherent adjutant sections and would deploy with an IPAC cell.

To articulate this concept more fully, this thesis will have to develop structure for three separate areas: an Adjutant section for each unit; a deployable cell matrix; and the IPAC.

B. THE ADJUTANT SECTION

1. Scope

As previously explained, the Adjutant section will continue to support the unit to which it is assigned. Per the MCAP it would remain responsible for preparing the unit's legal documentation and general correspondence while maintaining the unit's classified material, mailroom, and files and directives.

2. Methodology

Because a unit's Adjutant section's responsibilities will remain the same under this concept of operations, the Adjutant section will generally not be structurally affected by this thesis. To determine the size and shape of a unit's Adjutant section, the author conducted a three-step process while reviewing each of the thirty-two Tables of Organization and Equipment for all units affected by this thesis. First, all adjutant billets with the military occupational specialty code of 0180 would remain in place on all Tables of Organization and Equipment to ensure that each unit at the battalion level and above would continue to be supported by the Adjutant as a special staff officer to the commander. Second, the author ensured that a staff noncommissioned officer with the military occupational specialty code of 0193 would support each battalion's Adjutant

section. The 0193 military occupational specialty code is designated for all qualified Marine administrators who have attained the rank of at least staff sergeant, pay grade E-6. Lastly, all Marine billets, as documented within the Tables of Organization and equipment, with a military occupational specialty code of 0151 would also remain in place. The 0151 military occupational specialty code is designated for individual Marines with a rank no higher than sergeant, pay grade E-5.

3. Individual Unit Adjutant Section Structure

a. *U.S. Marine Forces Pacific*

Within the U.S. Marine Forces Pacific command on Oahu, there are essentially two separate Adjutant sections. First, there is the Force Adjutant who reports to the Assistant Chief of Staff, G-1, U.S. Marine Forces Pacific. Second, there is the Battalion Adjutant for Headquarters Battalion, U.S. Marine Forces Pacific. Table 5, below, depicts the Adjutant sections for the three Tables of Organization within U.S. Marine Forces, Pacific.

Table 5. Adjutant Section Structure for U.S. Marine Forces, Pacific

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
U.S. Marine Forces, Pacific	4928	0180		3		1										4
		0193						3	1	4						8
		0151										5	6	1		12
		Total														24
	4929	0180					1									1
		0193									1					1
		0151										1	1	2	2	6
		Total														8
	7102	Total														0
	TOTAL															30

Source: Author

b. Marine Corps Base Hawaii

The mission of Marine Corps Base Hawaii (MCBH) is (1) to maintain infrastructure and contribute to the readiness of assigned operating forces and other tenant organizations, and (2) to provide for the welfare, well-being, morale and safety of assigned service members, their families, and civilian employees. To support that mission, it consists of four separate Tables of Organization and Equipment. Table 6 below delineates the Adjutant section structure recommended for the Base.²

Table 6. Adjutant Section Structure for Marine Corps Base Hawaii

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
Marine Corps Base Hawaii	7850	0180				1										1
		0193							2		2					4
		0151										1	2	3		6
		Total														11
	1250	Total														0
	1903	Total														0
	3141	Total														0
	TOTAL															11

Source: Author

c. Marine Corps Air Facility

The Marine Corps Air Facility maintains and operates facilities necessary to support flight operations including the C-20G for the Commander, U.S. Marine Forces Pacific; fleet liaison services; Flight Clearance and Planning; Weather Service; Aircraft Rescue Fire Fighting; Air Traffic Control; and Air Traffic Control Maintenance. The Marine Corps Air Facility is also responsible for aircraft noise abatement and aviation

² Marine Corps Base Hawaii Admin Manual, BaseO 5000.16

safety matters while maintaining liaison with Federal Aviation Administration (FAA).³ Within the command, there is an Adjutant section supporting two separate Tables of Organization and Equipment. The following table outlines the structure for the Marine Corps Air Facility's Adjutant Section.

Table 7. Adjutant Section Structure for Marine Corps Air Facility

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
Marine Corps Air Facility	7821	0180														
		0193									1					1
		0151												2		2
		Total														3
	8323	Total														0
	TOTAL															3

Source: Author

d. Marine Aviation Group - 24(-)

Marine Aviation Group 24 (-) is an aviation unit, located as a tenant command aboard the Marine Corps Air Facility. Its mission is to provide combat ready helicopter squadrons in support of Marine Air Ground Task Force operations and the unit deployment program while being prepared to provide assault support squadrons for worldwide sourcing. It provides initial, conversion, and transition training to all CH-53 aircrews. Additionally, they provides IMA and supply support to Commander Patrol and Reconnaissance Force U.S. Pacific Fleet.⁴ An Adjutant Section from Table of Organization and Equipment number 8900, as designated below in Table 8, supports the unit.

³ Marine Corps Base Hawaii Admin Manual, BaseO 5000.16

⁴ Marine Aircraft Group 24 (-). www.mcbh.usmc.mil/MAG24/MAG24_Intro.asp - mission.

Table 8. Adjutant Section Structure for Marine Aviation Group 24 (-)

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
Marine Aviation Group 24(-)	8900	0180				1										1
		0193								1					1	
		0151											2		2	
		Total													4	
	TOTAL															4

Source Author

e. Marine Aviation Logistics Squadron - 24(-)

The Marine Aviation Logistics Squadron's mission supports the eleven operational and training squadrons currently assigned at MCAF Kaneohe Bay. Marine Aviation Logistics Squadron 24 is the first fully integrated aviation maintenance intermediate level support unit.⁵ The unit is supported administratively by an Adjutant section consisting of two Marines as shown in Table 9 below.

Table 9. Adjutant Section Structure for Marine Aviation Logistics Squadron 24 (-)

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
MALS 24 (-)	8910	0180														0
		0193									1					1
		0151											1			1
		Total														2
	TOTAL															2

Source: Author

⁵ Marine Aviation Logistics Sqdn. www.mcbh.usmc.mil/MAG24/MALS_Intro.asp

f. Helicopter Squadron

Presently, within Marine Aviation Group 24 (-), there are four separate aviation squadrons: HMT-301, HMH-362, HMH-363, and HMH-463. Each of the squadrons' Adjutant sections is identical. The Table 10 shows how an Adjutant Section for an aviation squadron would be structured.

Table 10. Adjutant Section Structure for a Helicopter Squadron

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
MALS 24 (-)	8910	0180														0
		0193								1					1	
		0151										1			1	
		Total													2	
	TOTAL															2

Source: Author

g. Third Marine Regiment

The mission of an infantry Regiment to provide the infantry regimental commander with the means to effectively command and control subordinate and attached units in the conduct of ground combat operations, and direct the sustainment of the regiment and attached units.⁶ Three Tables of Organization and Equipment support 3d Marines and are disbursed through the Headquarters Element and the Headquarters Company. Each of these has a separate Adjutant Section responsible to its Commanding Officer. Table 11 delineates the Adjutant manpower of the two sections according to the Tables of Organization and Equipment.

⁶ United States Marine Corps. Table of Organization 1096F. October 2003.

Table 11. Adjutant Section Structure for Third Marine Regiment

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
Third Marine Regiment	1096	0180				1										1
		0193									1					1
		0151											2	4		6
		Total														8
	1986	Total														0
	4665	Total														0
	TOTAL															8

Source: Author

h. Infantry Battalion, Third Marines

There are four battalions assigned to Third Marines, of which three are infantry battalions. Each battalion has three infantry companies, a weapons company, and a headquarters and service company to support this mission. All have an identical Adjutant Section structure as designated below in Table 12.

Table 12. Adjutant Section Structure for an Infantry Battalion

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
Infantry Battalion	1037	0180					1									1
		0193									1					1
		0151										1	1	5	3	10
		Total														12
	1027	Total														0
	1013 (qty 3)	Total														0
	TOTAL															12

Source: Author

i. Artillery Battalion, Third Marines

Additional combat support for the mission of the Third Marine Regiment comes from the inherent artillery battalion, 1st Battalion, 12th Marines. This battalion consists of three artillery batteries and one headquarters battery formed by three separate Tables of Organization and Equipment. Within the battalion, there is an Adjutant Section supporting over 600 Marines. The structure of this Adjutant Section is outlined in Table 13 below.

Table 13. Adjutant Section Structure for an Artillery Battalion

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
Artillery Battalion	1142	0180					1									1
		0193									1					1
		0151										1	1	2	2	6
		Total														8
	1101	Total														0
	1113 (qty 3)	Total														0
	TOTAL															8

Source: Author

j. 3d Radio Battalion

The Third Radio Battalion is a tenant command located aboard Marine Corps Base Hawaii. They provide signals intelligence and electronic warfare support to marine air-ground task force commanders.⁷ To support the battalion administratively, there are eight Marines assigned to form the Adjutant Section. Table 14 outlines this structure.

⁷ United States Marine Corps. Table of Organization 4737D, October 2003.

Table 14. Adjutant Section Structure for 3d Radio Battalion

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
3d Radio Battalion	4737	0180					1									1
		0193									1					1
		0151											2	4		6
		Total														8
	4735 (qty 2)	Total														0
	TOTAL															8

Source: Author

k. Combat Service Support Group – 3

Combat Service Support Group – 3 is also located aboard Marine Corps Base Hawaii. CSSG-3 provides logistic support to III Marine Expeditionary Force units in their area of operation. When directed, CSSG-3 accepts augmenting forces to form a Brigade Service Support Group for a Marine Expeditionary Brigade (MEB); task organizes combat service support elements for Special Purpose Marine Air Ground Task Forces; and task organizes combat service support elements in direct support to Ground Combat, Aviation Combat, or Command Elements.⁸ The Group consists of two separate Tables of Organization and is supported by an Adjutant Section of nine Marines. Table 15 outlines the structure of these Marine billets.

⁸ Combat Service Support Group. <http://www.mcbh.usmc.mil/cssg3/vision.html>

Table 15. Adjutant Structure for Combat Service Support Group – 3

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
Combat Service Support Group - 3	3812	0180					1									1
		0193									1					1
		0151											2	4		6
		Total														8
	3673	Total														0
	TOTAL															8

Source: Author

1. Adjutant Section Totals

The following table is a combination of Table 5 through Table 15 and shows the structure required to operate the Adjutant Sections in support of the units located within U.S. Marine Forces, Pacific located aboard Marine Corps Bases Hawaii.

Table 16. Adjutant Section Structure Totals for U.S. Marine Forces, Pacific

Unit	T/O&E	MOS	Pay Grade													
			O6	O5	O4	O3	O2/1	E9	E8	E7	E6	E5	E4	E3	E2/1	TOTAL
U.S. Marine Forces, Pacific	3812	0180		3		4	7									14
		0193						3	3	4	17					27
		0151										11	24	39	13	87
	TOTAL															128

Source: Author

C. THE DEPLOYABLE CELL

Section D of this chapter will further explain the Installation Personnel Admin Center, but before the structure to operate the IPAC can be established, this thesis must outline the administrative support structure requirements for each deployable unit within the units located within Marine Corps Bases Hawaii. The deployable cell concept benchmarks itself against existing procedures presently conducted by Second Marine Division located out of Camp Lejeune, North Carolina. Within the Division, they have successfully developed procedures to support deploying units properly during contingency operations up to and including war. Similar operating procedures should be implemented and will be addressed during the recommendation portion of this thesis.

The effective manning procedures used by Second Marine Division have been used as a guide to establish the structure for deploying cells for units within Marine Corps Bases Hawaii. The table below outlines each deployable unit and the maximum structure required to support a deployable, off-island contingency. This translates to being the maximum number of Marines needed to support a unit administratively if the entire unit were to deploy. If only a portion of a unit, such as an infantry company or radio battalion detachment, were to deploy, then the unit and IPAC would coordinate to determine the size and shape of the cell required based on such factors as the size of the detachment, the anticipated location of the deployment, the proximity to higher headquarters administrative support, and the duration of the exercise.

To establish the size and shape of the cells, one must first determine which units are deployable. Second, one must create a contingency plan for administrators in which all deployable units deploy concurrently. This quantity required to support a hypothetical worst-case-scenario is the minimum number of billets that must remain slated as active duty Marines able to deploy with the units. An alternative would be to maintain only a portion of the required number of deployable administrators. This is unacceptable for many reasons. The IPAC's readiness level would be unable to support concurrent combat operations for all of the units within its area of responsibility, continuous deploying of the same Marines on recurring deployments. Finally, it could have negative

effects on buy-in from commanders who may believe they would not receive adequate administrative support when the situation would dictate the necessity of a full cell in support of their operation. The following Table is broken down by deployable unit and the shape of the structure that would be assigned upon the deployment of the entire unit.

It is imperative for both the deployable unit and the IPAC to communicate and establish the requirements for a deployment. The numbers shown below are assigned for when the entire unit deploys and should not be mistaken as the numbers that should deploy for a detachment. With that stated, it is up to the local administrators and commanders to establish the necessary administrative support as is done exceedingly well within Second Marine Division.

Table 17. Breakdown of Admin Cell Assignments by Deployable Unit

UNIT	MOS	PAY GRADE									TOTAL
		WO	E9	E8	E7	E6	E5	E4	E3	E2/1	
HQ, MARFORPAC	0170	1									1
	0193			1							1
	0121							2	2		4
	TOTAL										6
MAG 24	0170	1									1
	0193					1					1
	0121							6	6		12
	TOTAL										14
3D MARINES	0170	1									1
	0193					1					1
	0121							5	5		10
	TOTAL										12
CSSG-3	0170	1									1
	0193					1					1
	0121							1	1		2
	TOTAL										4
3D RADIO BN	0170	1									1
	0193					1					1
	0121							1	1		2
	TOTAL										4
TOTAL		5	0	1	0	4	0	15	15	0	40
		WO	E9	E8	E7	E6	E5	E4	E3	E2/1	
		PAY GRADE									

Source: Author

Of the 288 Marine administrators presently slated for structure on the Tables of Organization and Equipment, we have established that 128 of them are structurally assigned to the Adjutant Sections and 40 of them are designated for deployable units. The remaining structure for 120 billets will be addressed for conversion in the next section concerning the actual Installation Personnel Admin Center.

D. THE INSTALLATION PERSONNEL ADMIN CENTER

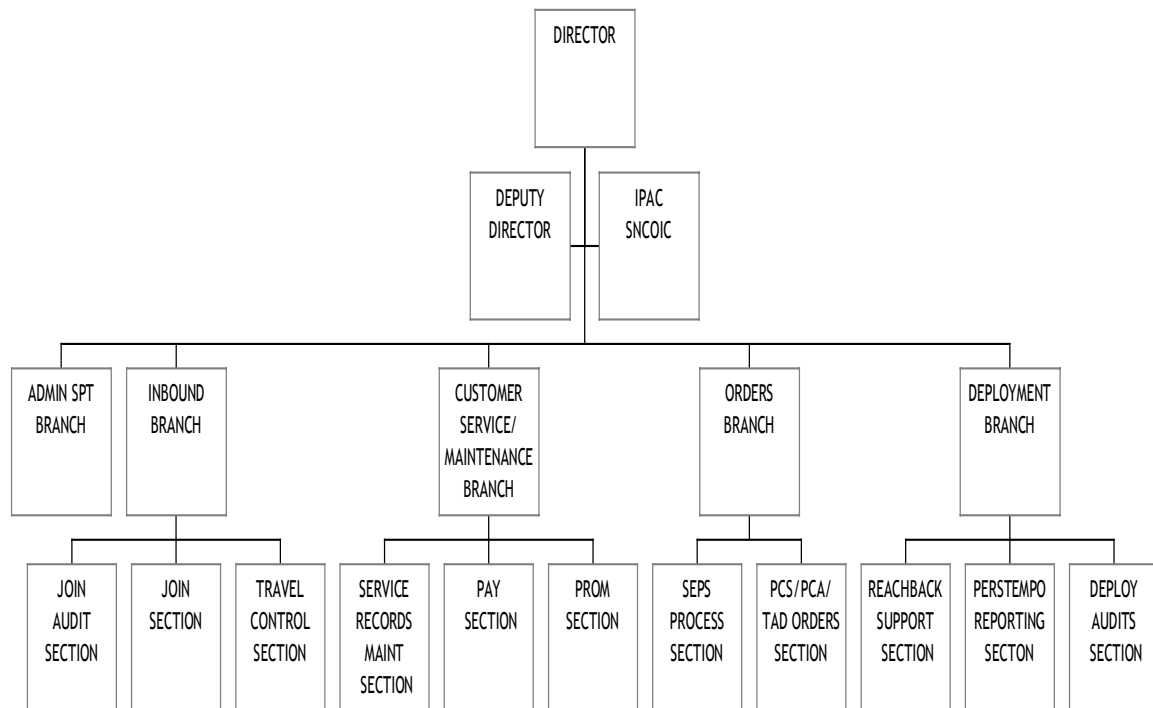
To merge all Marine Corps units' administrative operations at Marine Corps Bases Hawaii in this thesis would involve the emergence of an Installation Personnel Administrative Center (IPAC). The IPAC would support all Marines from all units, deployable or non-deployable, and facilitate the invaluable management of personnel records and transactions.

The Marine Corps Administrative Procedures Manual dictates the required capabilities for an Installation Personnel Admin Center. It also suggests a command structure that would accomplish these essential goals. The manual allows for task organization abilities and latitude for local commanders, but establishes an organization framework as a guideline to allow all Marine Corps units to steer themselves toward a common configuration. A shared organizational arrangement could facilitate an easier transition from unit to unit for Marines, to include those administrators who would be able to fall in on a familiar organization.

1. IPAC Organization

Figure 4-1 of the Marine Corps Administrative Manual "provides the recommended organizational structure of an IPAC." (MCAP, 4-2) The figure has been reproduced for this thesis below in Figure 1. Furthermore, this thesis should and will allow the Marine Corps Administrative Manual to remain as the source document for administrative procedures and will not attempt to either supercede or reconstruct the manual or its function. Therefore, the scope of this thesis does not provide for the roles and responsibilities within the separate IPAC sections and defers to the MCAP for the standardization and listing of these requirements. The organizational chart from the

MCAP is provided in this thesis as a template for the recommended configuration that will be used within Marine Corps Bases Hawaii's Installation Personnel Administrative Center.



Source: USMC

Figure 1. IPAC Organization Chart

2. Staffing Methodology

The methodology used to staff the Installation Personnel Administrative Center does not initially factor efficiencies for personnel savings. This means that the initial staffing of the unit will consist of a complete one-for-one civilianization of every billet not previously designated as deployable. There could very well be further savings which are found during consolidation of functions due to economies of scale. These types of savings, however real and expected, are not measurable within the scope of this thesis. Therefore, it is reasonable to expect that at most, a one-for-one civilianization of these billets will be capable of accomplishing the requirements.

The 40 Marines previously earmarked for deployable cells are distributed among the four sections of the IPAC which were previously outlined in the IPAC Organization section of this thesis. The remaining 120 billets are directly converted into equivalent civilian structure and distributed among the sections of the IPAC. The officer in charge of the IPAC may decide to locally redistribute the personnel within the IPAC differently than outlined in this thesis. It may only be through practical experience and further research that one may determine which sections within the IPAC may require a larger percentage of the personnel. The actual distribution within the IPAC is not necessary to determine the cost of civilianizing the non-deployable billets. For our purposes, it is important to recognize that the distribution of personnel and the size of the sections within the IPAC will have to be determined, but are not required within the scope of this thesis.

Table 18 shows the distribution and shape of the structure of the 40 Marine billets previously earmarked for deployable cells. The structure outlined within Table 18 is equivalent to the structure outlined in Table 16. Next, Table 19 is a representation of the shape and the distribution of the maximum civilian structure that would be required after civilianizing the remaining 120 billets. Table 19 can be reproduced by subtracting Table 16 (Adjutant Section Structure Totals for U.S. Marine Forces, Pacific) and Table 18 (Military Structure within the IPAC) from Table 2 (Structure Breakdown and Totals by Command).

Table 18. Military Structure within the IPAC

				WO	E9	E8	E7	E6	E5	E4	E3	E2/1	
OIC				1									
SNCOIC						1							
Inbound Branch				1				1					
	Join Audit Section									1	1		
	Join Section									1	1		
	Travel Control Section									1	1		
	Inbound Branch Funding									1	1		
Customer Service/Maint Branch				1				1					
	Service Records Maint Section									1	1		
	Pay Section									1	1		
	Prom Section									1	1		
	Cust Svc/Maint Branch Funding									1	1		
Orders Branch				1				1					
	Seps Process Section									1	1		
	Pcs/Pca/Tad Orders Section									1	1		
	Orders Branch Funding									1	1		
Deployment Branch				1				1					
	Reachback Support Section									1	1		
	Perstempo Reporting Section									1	1		
	Deploy Audits Section									1	1		
	Deployment Branch Funding									1	1		
			TOTAL	40	5	0	1	0	4	0	15	15	0

Source: Author

Table 19. Civilian Structure within the IPAC

		GS13	GS12	GS11	GS10	GS9	GS8	GS7	GS6	GS5	GS4	GS3	GS2
OIC													
SNCOIC		1	1										
Inbound Branch													
Join Audit Section					1			1		1	1	3	1
Join Section					1			1		1	1	3	1
Travel Control Section					1					1	1	2	1
Inbound Branch Funding							1	1		1	1	2	2
Customer Service/Maint Branch													
Service Records Maint Section					1			1		1	1	3	1
Pay Section					1			1		1	1	3	1
Prom Section					1					1	1	2	1
Cust Svc/Maint Branch Funding							1	1			1	2	2
Orders Branch													
Seps Process Section					1		1	1		1	1	3	1
Pcs/Pca/Tad Orders Section					1			1		1	1	3	2
Orders Branch Funding					1			1		1	1	3	2
Deployment Branch													
Reachback Support Section					1			1		1	1	3	2
Perstempo Reporting Section					1			1		1	1	3	2
Deploy Audits Section					1					1	1	2	2
Deployment Branch Funding							1	1		1	1	2	1
TOTAL	120	1	1		12		4	12		14	15	39	22

Source: Author

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IV. THE COSTS

A. PRESENT COSTS

1. Methodology

To determine the present cost of the function of administration within U.S. Marine Forces, Pacific, one first needs to establish the structure requirements and then to apply appropriate prices to the military structure. In Chapter 3, the structure requirements have been established. The purpose of this chapter will be to apply established costing practices to the structure.

According to an Office of the Undersecretary of Defense memorandum of August 2003, each year the Office of the Undersecretary of Defense (Comptroller)(OUSD(C)) publishes the “composite standard pay rates” which are “to be used when determining the cost of military personnel for budget/management studies.”⁹ This memorandum outlines the different costs to the Department of Defense for each branch of service, for each particular pay grade, and states that the “Military Composite Pay and Reimbursement Rates are calculated in accordance with provisions of Volume 11A, Chapter 6, Appendix I of the ‘DoD Financial Management Regulation’ (DoD 7000.14R).”⁹ This annual document is effective October 1, 2003 and should be consulted if the procedures outlined in the chapter are to be reproduced in a different fiscal year.

Tab K-4 of the memorandum continues by explaining that “[t]he annual DoD composite rate includes the following military personnel appropriation costs: average basic pay plus retired pay accrual, medical health care accrual, basic allowance for housing, basic allowance for subsistence, incentive pay and special pay, permanent change of station and miscellaneous pay.” This is key because it factors all overhead costs, including special pay (eg. cost of living allowance), as an applied overhead cost necessary to capture the cost to the Marine Corps for active duty personnel station in Hawaii. Table 20 outlines these costs per pay grade for both officers and enlisted. The

⁹ Office of the Under Secretary of Defense, “FY 2004 Department of Defense (DoD) Military Personnel Composite Standard Pay and Reimbursement Rates”, Memorandum 21 Aug 2003.

tab within the original memorandum continues out beyond pay grade O-5 through pay grade O-10, but this portion has been omitted from this table, as they are not applicable to this thesis.

Table 20. Military Composite Standard Pay, U.S. Marine Corps for Fiscal Year 2004

Military Pay Grade	Annual DoD Composite Rate	Military Pay Grade	Annual DoD Composite Rate
O-5	\$ 136,973	E-9	\$101,186
O-4	\$119,480	E-8	\$84,564
O-3	\$100,144	E-7	\$73,667
O-2	\$81,057	E-6	\$63,297
O-1	\$63,041	E-5	\$52,286
CWO	\$95,467	E-4	\$43,627
		E-3	\$37,323
		E-2/1	\$33,128

Source: OUSD(C)

2. Total Cost

To obtain the total cost of the present structure, one must simply apply the composite rates listed in Table 20 to the present structure outlined in Table 3. The results show that the total cost to the Marine Corps each year to conduct admin for Oahu-based units is just over \$15 million.

Table 21. Total Cost of Present Structure

PAY GRADE	QTY	COST/YR (\$)	TOTAL (\$)	PAY GRADE	QTY	COST/YR (\$)	TOTAL (\$)
O6	0	160,734	0	E9	3	101,186	303,558
O5	3	136,973	410,919	E8	8	84,564	676,512
O4	1	119,480	119,480	E7	21	73,667	1,547,007
O3	5	100,144	500,720	E6	16	63,297	1,012,752
O2/1	7	81,057	567,399	E5	25	52,286	1,307,150
CWO	17	95,467	1,622,939	E4	54	43,627	2,355,858
				E3	93	37,323	3,471,039
				E2/1	35	33,128	1,159,480
				TOTAL COST/YEAR			\$ 15,054,813

Source: Author

B. FUTURE COSTS

1. Methodology

To determine future costs to the Marine Corps per year to support the admin structure posed in this thesis, there are three separate costs that have to be calculated and then combined. The first cost is the cost of the Adjutant sections that will remain in place. The second cost is the cost of the structure assigned to the deployable cells. The first two costs are calculated using the same composite rate used to determine the present cost. The final cost to be calculated is the cost for the civilian structure. The procedure for determining the appropriate civilian composite rates will be explained further in detail in section IV.B.4 of this chapter. Once these three costs have been determined, they are combined to determine the overall future cost of conducting admin for Marine Corps units located in Hawaii.

2. Future Costs for the Adjutant Sections within Oahu-based USMC Units

The composite rates from Table 20 were applied, as before, to the Adjutant sections for determining the cost of the Marine structure identified in Table 16. The calculations show that these 128 Marines would continue to cost the Marine Corps \$6,867,166 annually. See Table 22 for a further breakdown of the structure and the associated costs.

Table 22. Cost Per Year for Adjutant Section Structure

PAY GRADE	QTY	COST/YR	TOTAL COST/YR
O6	0	\$ 160,734	\$ 0
O5	3	\$ 136,973	\$ 410,919
O4	0	\$ 119,480	\$ 0
O3	4	\$ 100,144	\$ 400,576
O2/1	7	\$ 81,057	\$ 567,399
CWO	0	\$ 95,467	\$ 0
E9	3	\$ 101,186	\$ 303,558
E8	3	\$ 84,564	\$ 253,692
E7	9	\$ 73,667	\$ 663,003
E6	12	\$ 63,297	\$ 759,564
E5	11	\$ 52,286	\$ 575,146
E4	24	\$ 43,627	\$ 1,047,048
E3	39	\$ 37,323	\$ 1,455,597
E2/1	13	\$ 33,128	\$ 430,664
TOTAL	128		\$ 6,867,166

Source: Author

3. Admin Cells

Additionally, the same composite rates from Table 20 were applied, as before, to the Admin Cells for determining the cost of the Marine structure identified in Table 17. The calculations show that these 40 Marines would continue to cost the Marine Corps \$2,029,337 annually. See Table 23 for a further breakdown of the structure and the associated costs.

Table 23. Cost Per Year for Admin Cell Structure

PAY GRADE	QTY	COST/YR (\$)	TOTAL COST/YR (\$)
O6	0	\$ 160,734	\$ 0
O5	0	\$ 136,973	\$ 0
O4	0	\$ 119,480	\$ 0
O3	0	\$ 100,144	\$ 0
O2/1	0	\$ 81,057	\$ 0
CWO	5	\$ 95,467	\$ 477,335
E9	0	\$ 101,186	\$ 0
E8	1	\$ 84,564	\$ 84,564
E7	0	\$ 73,667	\$ 0
E6	4	\$ 63,297	\$ 253,188
E5	0	\$ 52,286	\$ 0
E4	15	\$ 43,627	\$ 654,405
E3	15	\$ 37,323	\$ 559,845
E2/1	0	\$ 33,128	\$ 0
TOTAL	40		\$ 2,029,337

Source: Author

4. Civilianized Billets

To determine the cost of the structure outlined in Table 18, the first step was to determine the annual cost to the Marine Corps for a General Schedule civilian employee. According to a 1998 RAND study, “Comparing the Costs of DoD Military and Civil Service Personnel,”¹⁰ one way to determine the cost of these billets would be to begin with the annual salary of each pay grade. For the purpose of this thesis, the author used the median pay, step-5, for each of the pay grades listed in Table 23. Next, one would compute the overhead costs to the government per employee. This is called the fringe rate. A standard fringe rate of 26% is used presently by Marine Corps Base Hawaii.¹¹ Additionally, because of the high cost of living in Hawaii, General Schedule civilian employees are paid a Cost of Living Allowance (COLA) in the form of an additional 25

¹⁰ Gates, Susan and Albert A. Roberts. “Comparing the Costs of DoD Military and Civil Service Personnel.” RAND. 1998.

¹¹ Shamada, Carol. Budget Analyst for Marine Corps Base Hawaii’s Comptroller Department. Email to the author. 24 November 2003.

percent of their base salary.¹¹ Once the Base Pay, the Fringe Cost, and the COLA are computed, the overall cost to the government for each pay grade can be determined. Table 24 outlines these costs.

Table 24. Cost for General Schedule Civilians Per Year

GENERAL SCHEDULE CIVILIANS				
Grade	Cost/Yr	HI Fringe (26%)	HI COLA (25%)	Total Cost to USMC/Yr
GS-13	\$ 69,419	\$ 18,049	\$ 17,355	\$ 104,823
GS-12	\$ 58,376	\$ 15,178	\$ 14,594	\$ 88,148
GS-11	\$ 48,708	\$ 12,664	\$ 12,177	\$ 73,549
GS-10	\$ 44,331	\$ 11,526	\$ 11,083	\$ 66,940
GS-9	\$ 40,255	\$ 10,466	\$ 10,064	\$ 60,785
GS-8	\$ 36,446	\$ 9,476	\$ 9,112	\$ 55,033
GS-7	\$ 32,909	\$ 8,556	\$ 8,227	\$ 49,693
GS-6	\$ 29,614	\$ 7,700	\$ 7,404	\$ 44,717
GS-5	\$ 26,566	\$ 6,907	\$ 6,642	\$ 40,115
GS-4	\$ 23,744	\$ 6,173	\$ 5,936	\$ 35,853
GS-3	\$ 21,152	\$ 5,500	\$ 5,288	\$ 31,940
GS-2	\$ 18,767	\$ 4,879	\$ 4,692	\$ 28,338

Source: Author

These costs calculated in Table 24 can now be used to determine the cost of the structure outlined in Table 19. The calculations show that these 120 General Schedule civilian employees would cost the Marine Corps \$4,781,181 annually. See Table 25 for a further breakdown of the structure and the associated costs.

Table 25. IPAC Structure Cost Per Year

PAY GRADE	QTY	COST/YR	TOTAL COST/YR
GS13	1	\$ 104,823	\$ 104,823
GS12	1	\$ 88,148	\$ 88,148
GS11	0	\$ 73,549	\$ 0
GS10	12	\$ 66,940	\$ 803,278
GS9	0	\$ 60,785	\$ 0
GS8	4	\$ 55,033	\$ 220,134
GS7	12	\$ 49,693	\$ 596,311
GS6	0	\$ 44,717	\$ 0
GS5	14	\$ 40,115	\$ 561,605
GS4	15	\$ 35,853	\$ 537,802
GS3	39	\$ 31,940	\$ 1,245,641
GS2	22	\$ 28,338	\$ 623,440
TOTAL	120		\$ 4,781,181

Source: Author

5. Total Cost

To determine the total cost of the proposed structure for the Adjutant sections, the admin cells, and the civilian employees, one simply combines the total costs from Tables 23, 24, and 25. The total cost to the Marine Corps to conduct admin for Oahu-based units would be \$13,677,684. Table 26 highlights this total. When compared to the previously determined cost of \$15,054,813 for the present structure, the new cost is \$1,377,129 less. The next section will address how to interpret the \$1.3 million.

Table 26. Total Cost of Proposed Structure Required to Conduct Admin within Hawaii

SECTION	COST
S-1	\$ 6,867,166
Admin Cells	\$ 2,029,337
Civilians	\$ 4,781,181
TOTAL	\$ 13,677,684

Source: Author

C. COST EVALUATION

There are two ways to interpret the difference in cost between the present structure and the proposed structure.

First, one can isolate and determine the cost of the activity itself. In this case, the activity is administration conducted within and for all Oahu-based Marine units. Previously, the 288 Marines required to conduct this activity cost the Marine Corps annually \$15,054,813. When compared to the cost of the proposed structure, the Marine Corps could save \$1,377,129 by only spending \$13,677,684 on the manpower required to conduct this activity. It must be noted that if this thesis were implemented, the Marine Corps would not be cutting its budget by \$1,377,129. In fact, the budget would actually increase by \$4,781,181 to pay annually for the 120 new employees. However, this does not preclude us from concluding that the annual cost for the manpower required to conduct the activity of administration within and for all Oahu-based Marine units would decrease by \$1,377,129.

The second way to interpret this difference would be to ask how much it would cost to expand the overall end strength of the Marine Corps, the number of allowable active duty Marines each year, by 120 Marines. This question is required because this thesis is essentially purchasing 120 more structure spaces than before to allow the 120 active duty Marines to be redistributed by Headquarters Marine Corps. If the Marine Corps were allowed to purchase 120 more Marines of this same structure shape, then it would actually cost \$1,377,129 more than the 120 civilian structure spaces required by this thesis. The Marine Corps would be purchasing 120 Marines for \$1.3 million less than it would cost otherwise without affecting end strength.

V. CONCLUSIONS AND RECOMMENDATIONS

A. CONCLUSIONS

There are many lessons that can be learned from the research that was conducted for this thesis.

The first, and arguably the most important fact, is that civilianizing structure can save active duty manpower. Structure is important. The Marine Corps cannot plan for the size of the Marine Corps to grow. This concept allows for the return of 120 Marines to be distributed accordingly without affecting the Marine Corps' end strength. Obviously, not all billets are available for civilianization due to their inherently-governmental status. However, once consolidated into the IPAC, 120 Marine billets would no longer require an active duty member. This would make these billets available for capitalizing on the civilianization concept.

A second fact is that there will be future savings. There will be allowable structure decreases once the Marine Corps realizes the manpower savings found through economies of scale. This will be not only in monetary terms, but in future manpower structure savings. Remember, this option converts every present billet into a civilian billet without accounting for manpower savings found through economies of scale. Once consolidated, the IPAC can reevaluate the structure to determine any possible structure savings.

The third fact is that this solution is a less expensive way to purchase 120 Marines. If the Marine Corps wanted to expand by an equally shaped force, it would cost \$1.3 million more than it would for the same 120 civilian structure spaces. The research shows that this civilian structure is less expensive than military structure.

A fourth fact is that the Marine Corps directed its units to consolidate and to civilianize. This thesis allows the Marine Corps to be in compliance with both MarAdmins 441 of 1999 and 027 of this year. It successfully consolidates above the Battalion level and is almost 10% of the solution for the 1300-billet conversion requirement.

The fourth concept is that the IPAC is understandable, feasible, and sellable. Marines recognize that the IPAC is coming. Our younger Marines understand the electronic support. These are our junior Marines who have had a microwave and cable television in their homes their entire lives. They are capable and willing to embrace over-the-horizon admin support. We have the means to do so.

Lastly is that it is incremental. The degree to which Marine administration will be consolidated is still unknown. We may eventually see a regional, national, or global PAC. But, this concept is a capable step in that direction. One that is attainable today.

B. RECOMMENDATIONS

1. Strategy

Perhaps surprisingly, it is not the primary recommendation of this thesis, to implement the previously explained IPAC concept. It is, in fact, to recommend a strategy to implement this thesis.

Presently, the structure that this thesis intends to convert to civilian billets is inherent to the deployable units. This means that the billets are inherently governmental as long as the deploying units retain them. The goals of this thesis are unattainable unless the structure for these billets is removed from the deployable units' Tables of Organization and Equipment and consolidated for conversion into a non-deploying unit such as Marine Corps Base Hawaii. If a Marine Corps installation is truly the 5th element of the Marine Air Ground Task Force (MAGTF), then it is capable of supporting its personnel administratively with the IPAC concept.

In 1998, Marine Admin message 137/98 announced, unexpectedly, that "slightly more than 1000 administrative structure spaces [would] be eliminated between FY98 and FY00."¹² This allowed these 1000 billets to be returned to the Marine Corps without alleviating any of the mission requirements for these 1000 administrative structure spaces. The result was that the Marine Corps' administrative mission did not change, but the structure to support that mission was minimized by 1000 Marines.

¹² United States Marine Corps. "MARADMIN 137/98: Consolidated Personnel Administration Experiments." 2 April 1998.

To prevent further reductions from occurring again to the administrative field, this thesis recommends that the structure and mission be consolidated to the base's Table of Organization and Equipment immediately. Ultimately, it is the individual Marine who will be unsupported if this does not occur. If the Marine Corps decides to eliminate more structure from the administrative sections, the performance of these departments will erode, eventually leading to inadequate administrative support to our Marines. However, if the consolidation occurs prior to the elimination of the administrative structure, then the structure will have already been civilianized, and therefore unavailable for redistribution.

2. Future Research

There are a few items that would and should be explored prior to implementation of this thesis. One important item would be the effects of consolidated administrative section on the career progression of our Marine Corps administrators. The enlisted planning sections of Headquarters Marine Corps, the occupation field sponsor, and an adequate sample of Marines should be consulted about the grade-shaping results. Fewer Marine Corps administrators could affect the long-term promotion possibilities for our Marines.

Secondly, there are numerous computer, networking, and technological initiatives presently being developed by and for the Marine Corps. Some such initiatives are: NMCI (Navy and Marine Corps Internet), ASAP (Automated Standard Administrative Program), PKI (Public Key Infrastructure), and MOL (Marine On-Line). Each of these concepts could support the IPAC in different ways. The Marine Corps should capitalize on these initiatives and further explore how to develop and support our Marines.

Next, there is the dilemma of the actual location of the IPAC. Presently Marine Forces, Pacific has not committed the funding to support a site that could house the structure developed within this thesis. Whether the end result is a new building, a remodeled building, or a redesignated building, further research should be developed to determine the costs that would be associated with the necessary structure.

Another activity that is required is the rewriting of the Tables of Organization and Equipment. All 32 Tables of Organization should be reviewed and updated accordingly

to ensure that the correct line numbers are consolidated and civilianized. This task would also require further development of the working standards of the IPAC. The required knowledge, skills, and abilities of our administrators would have to be identified to support the correct structure changes and to be developed by the appropriate entry- and career-level schools. Dovetailed into this idea is the requirement to develop standard operating procedures for the IPAC. The procedures manual will have to encompass a broad range of tasks and their standards for measurement. Additionally, the manual should investigate the procedures for allowing a seamless integration of the Marine Corps Reserves upon activation.

To ensure that IPAC is taking care of the Marines, customer feedback surveys should be developed and implemented to allow for increasing productivity and satisfaction.

Lastly, the consolidation of administrative functions should be seen in a fluid environment. Perhaps the Marine Corps will arrive at a place where it will be able to support its deployable units from a regional, national, or even global administrative center. Research must continue to determine how consolidation and civilianization efforts can reinforce the Marine Corps' ability to fight our Nation's battles. As long as the missions of the Marine Corps continue to develop, Marine Corps administrators need to assess their ability to support their Marines.

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